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Rouge park management
structure and funding
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ROUGE PARK MANAGEMENT STRUCTURE AND FUNDING REPORT

Waterfront Regeneration Trust
March 27, 1995

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Waterfront Regeneration
Trust



Fiducie de regeneration du
secteur riverain

Commissioner
The Honourable David Crombie, P.C.

(416) 314-9468

Commissaire
L'honorable David Crombie, b.c.

Deputy Commissioner
David A. Carter

Sous-commissaire
David A. Carter

27 March 1995

The Honourable Ed Philip
Minister of Municipal Affairs
777 Bay Street, 17th Floor
Toronto, Ontario
M5G 2E5

Dear Minister,

Rouge Park Management Structure and Funding Framework

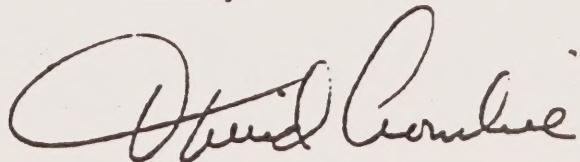
I am pleased to provide my report on the Rouge Park Management Structure and Funding for your consideration.

The Rouge Park is an outstanding asset for the people of Ontario that deserves strong and effective management. I believe that the management structure outlined in this report will protect and manage the Park within a framework that reflects the complexity of land ownership, uses, management needs, funding opportunities and interests in the Park and the Watershed.

I have received agreement in principle to participate in the proposed Rouge Watershed and Park Council from all the partners, subject to a satisfactory outcome regarding some of the details that will be worked out by the new Rouge Council.

I'm looking forward to the launch of the Park in April.

Sincerely,



David Crombie



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Appendix A Park Partners' Representatives in the Trust's Process

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EXECUTIVE SUMMARY

In 1990, after a fifteen year public campaign to save the Rouge Valley from inappropriate development, the Government of Ontario announced its intent to establish a park in the area of the Rouge River watershed. An approved Rouge Park Management Plan was released by the Province in May 1994, following four years of preparation and extensive public consultation. For the Rouge Park south of Steeles, the Plan defined the park goals, objectives and planning principles, defined the boundaries and management zones, and outlined policies for management, programs, facilities and operations. For the proposed Rouge Park north of Steeles, the Plan outlined the concept of a linear park following the major valley systems, and articulated the need to develop a park plan.

The Rouge Park Management Plan outlined in a general way the functions and powers that may be assigned to a park management entity, identified funding options, and emphasized the need for a partnership approach to management. However, the Plan did not recommend a specific management structure and funding framework for the Rouge Park due to the widely different points of view expressed by key stakeholders.

Upon release of the Rouge Park Management Plan, the Province appointed the Honourable David Crombie, Commissioner of the Waterfront Regeneration Trust to mediate among the Park Partners to find an acceptable Park management structure and funding framework. The initial Rouge Park Partners were defined by the Province to include the federal government, the Province, Metropolitan Toronto, the Metro Toronto and Region Conservation Authority (MTRCA), the City of Scarborough, the Town of Markham, and Save the Rouge Valley System Inc. (SRVS), a non-profit citizen's group.

From June 1994 to March 1995, the Trust worked with Park Partners in sub-committees and in meetings of the whole to address issues of management and funding. This report contains the Waterfront Regeneration Trust's recommendations to the Province on a proposed Rouge Park Management Structure and Funding Framework. The Report presents a model for a Rouge Watershed and Park Council that represents a consensus position of Park Partners. The Report describes the Trust's process, outlines the recommended management structure and funding framework, articulates the roles that Partners would play, and identifies funding sources. The report also identifies a number of priority issues that should be addressed by the Council at an early date.

Key elements of the recommended management structure and funding framework are:

- an approach based on partnership;
- a Rouge Watershed and Park Council to provide leadership and guidance and to coordinate planning and management for the Rouge Park including:
 - park planning and review;
 - operations and maintenance;
 - land acquisition;
 - restoration;
 - capital projects;
 - communication;
 - public education;
 - public involvement; and
 - enforcement.
- the Council will have representation from all Partners — the federal government, the Province, MTRCA, all municipalities within the watershed, SRVS, and other groups as agreed upon;
- the first Chair of the Council will be appointed by the Province based on recommendations received from Park Partners;
- the roles and responsibilities of Partners within the Rouge Park are based on their existing roles and abilities;
- the Council will control its own operating budget and hire its own staff;
- the Council will be under the umbrella of the MTRCA which will provide administrative support;
- the Council will report publicly on a quarterly basis to all Partners;

- capital funds will be provided by:
 - the federal government (\$8.5 million¹ remaining from the original \$10 million commitment for reforestation, fisheries improvements, the development of an interpretive centre and other projects as agreed upon);
 - the provincial government (\$10 million to be used primarily for priority land acquisition and the development of a Park Plan north of Steeles); and
 - municipal Partners (in amounts to be agreed upon for activities such as the development of trails and trailheads, revegetation, etc.)
- the Council's operating budget will be set for three years at a maximum of \$650,000 annually and will be 50% from the Province and 50% from municipalities; and
- the management structure and funding framework will be reviewed after three years.

The Rouge Watershed and Park Council provides a solid basis on which to begin implementation of Canada's largest park within an urban area.

¹ \$1.5 has been spent to purchase jointly with the Province of Ontario a nationally-significant aboriginal site.

1. INTRODUCTION

Background

On March 26, 1990, after a fifteen year public campaign to save the Rouge Valley from inappropriate development, the Government of Ontario announced its intent to establish a park in the area of the Rouge River watershed. In June 1990, the Province appointed a multi-stakeholder Rouge Park Advisory Committee to develop a recommended park plan. This Committee carried out a four-phase planning process that included extensive public, agency and interest group consultation and forwarded its recommendations to the Province in July 1992. The Province subsequently released an approved Rouge Park Management Plan in May 1994.

The Rouge Park Management Plan lays out a vision for the Park:

"The Rouge Park will be a special place of outstanding natural features and diverse cultural heritage in an urban-rural setting, protected and flourishing as an ecosystem in perpetuity. Human activities will exist in harmony with the natural values of the park. The park will be a sanctuary for nature and the human spirit."

The primary focus of the vision is the protection and appreciation of the park ecosystem. As noted in the Plan, "the vision is based on the premise that the functioning of significant systems forms a vital part of the natural environment, and that their continued health is dependant on the integrity of their habitats and on the physical connections between their habitats."

The Plan also sets out a goal, objectives and management principles for the Park that emphasize an ecosystem approach. The goal for the Park is:

"To protect, restore and enhance the natural, scenic and cultural values of the park in an ecosystem context, and to promote public responsibility, understanding, appreciation and enjoyment of this heritage."

For the Park south of Steeles, the Rouge Park Management Plan defines the boundaries of the Rouge Park (see Figure 1), describes zoning within the Park boundaries, and outlines policies for management, programs, facilities and operations. For the proposed Rouge Park north of Steeles, the Plan outlines a concept of linear parks following the major valley systems and articulates the need to develop a park plan. However, the Plan does not recommend a specific management structure and funding framework for the Park. This reflects the diversity of viewpoints expressed during the public consultation process on how the Rouge Park should be managed and funded. The Plan does, however, outline in a general way the functions and powers that may be assigned to a park management entity. It also identifies a number of funding options, and emphasizes the need to manage the Rouge Park on a partnership basis.

The Waterfront Regeneration Trust's Role

In May 1994, the Honourable David Crombie, Commissioner of the Waterfront Regeneration Trust was appointed by the Province to mediate among the Park Partners to find an acceptable Park management structure and funding framework. The initial Rouge Park Partners were defined by the Province to include the federal government, the Province, Metropolitan Toronto, the Metro Toronto and Region Conservation Authority (MTRCA), the City of Scarborough, the Town of Markham, and Save the Rouge Valley System Inc. (SRVS), a non-profit citizen's group. It was understood that other partners would be added to the Rouge Park management entity once a management structure was in place.

The Trust's Process

In Phase 1 of the Trust's process (June to August 1994), Trust staff met bilaterally with representatives of the Rouge Park Partners² to gain an understanding of their capabilities, interests, history related to the Park, and mandates. Potential Park Partners in the watershed (the Regional Municipalities of Durham and York, and the Towns of Pickering, Whitchurch-Stouffville and Richmond Hill) were contacted to advise them of the Trust's process and invited to participate. Representatives of the Trust also met with residents, landowners, elected officials, Rouge Park supporters, First Nations and other interest groups during Phase 1 and subsequent phases.

Phase 2 of the Trust's process (September to November 1994) included a Workshop on Management Structures which featured presentations and discussion on four multi-agency parks or conservation areas in B.C., Saskatoon, England and New Jersey. Some fifty participants took part representing governments, interest groups, the private sector, residents associations and academic institutions. The workshop presentations demonstrated that each of these park areas had a management structure that reflected its unique environmental, social and political characteristics. All the parks examined were in some way supported by legislation, and each park involved its partners and other stakeholders in different ways to achieve park management objectives. The greatest challenge faced by all the models examined was to ensure adequate multi-year funding.

Many issues were resolved in Phase 2 of the Trust's work through the creation of two Working Groups — one dealing with Funding, the other with the development of an Interpretive Centre. Priority activities were identified for Year One, and representatives of Partners agreed generally how these activities should be best carried out and what the costs would be. Agreement was

² Representatives included staff of municipalities, the Conservation Authority, provincial and federal agencies, and executive members of SRVS. A list of representatives who participated is included as Appendix A.

reached on taxation issues, and priorities for immediate securement of lands. Representatives of Partners agreed on a process to develop an Interpretive Centre, explored possible sites, and decided that an interim Interpretive Centre should be developed for the opening of the Rouge Park in early April 1995. Details of these recommendations can be found in the Reports of the Funding and Interpretive Centre Working Groups.

Phase 3 of the Trust's process (December 1994 to March 1995) began with the release to Partners on December 8, 1994 of the *Draft Rouge Park Management Structure and Funding Report*. This discussion paper was prepared by the Waterfront Regeneration Trust and was intended to focus discussion on options for managing and funding the Rouge Park. The Trust subsequently released a *Revised Draft Report (February 12, 1995)* and a *Final Draft Report (February 28, 1995)* to guide discussion among representatives of Park Partners and Park Partners themselves. Throughout Phase 3, discussion continued in bilateral meetings and a number of meetings involving representatives of all Partners.

Purpose of this Report

This Report presents the Waterfront Regeneration Trust's recommendations to the Province on a proposed Rouge Park Management Structure and Funding Framework. The Report presents a model for a Rouge Watershed and Park Council that represents a consensus position of Park Partners. The Report describes the recommended model, articulates the roles that Partners would play, and identifies funding sources. The report outlines a number of steps that need to take place before the Park opens officially in April 1995, and identifies a number of priority issues that should be addressed by the Council at an early date.

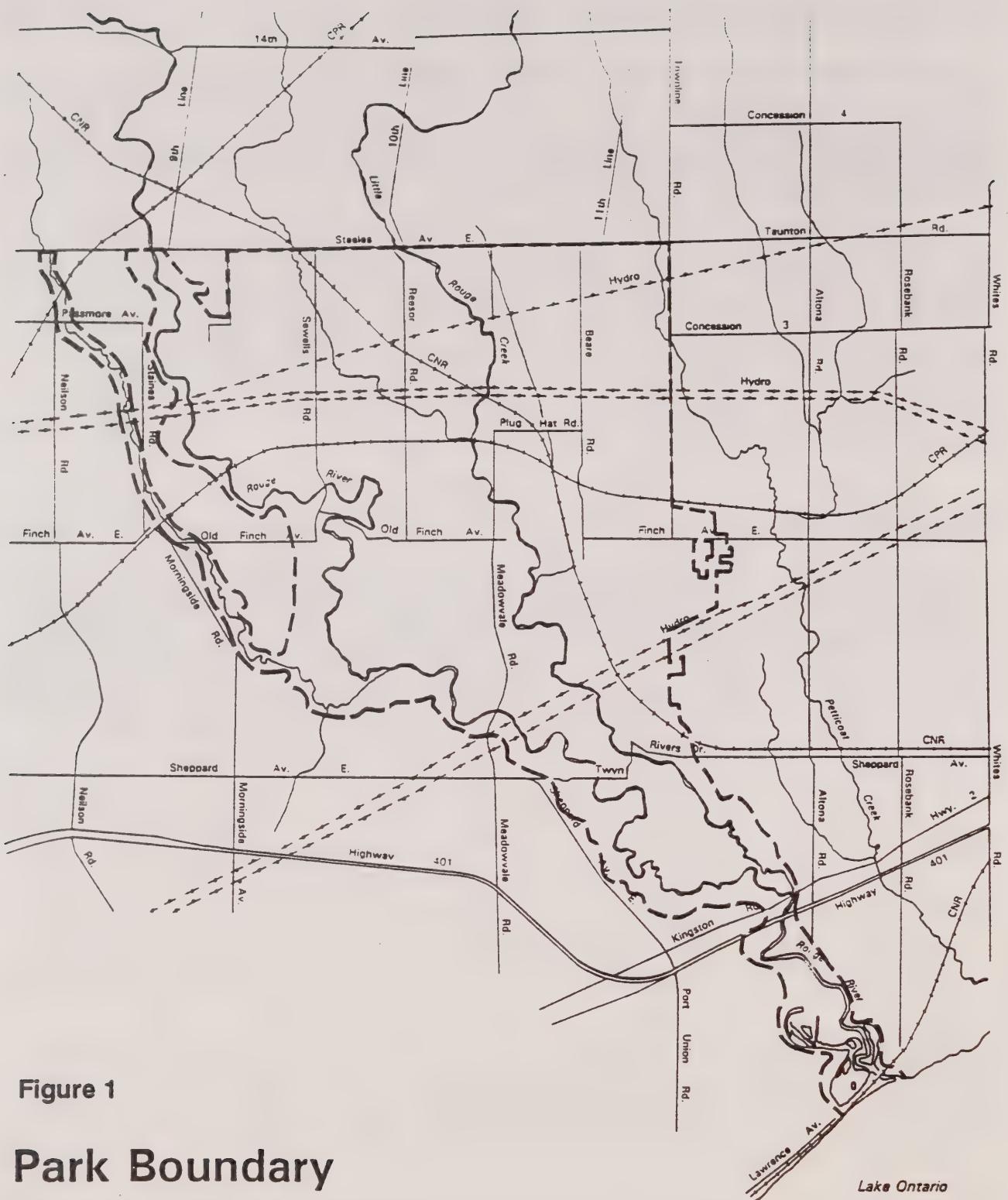


Figure 1

Park Boundary

Rouge Park Management Plan

Legend

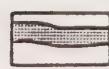


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Scale



Figure 2

Proposed Rouge Park North of Steeles Avenue



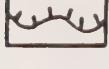
Rouge Park (existing and proposed)



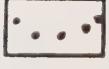
Optional Park Corridor



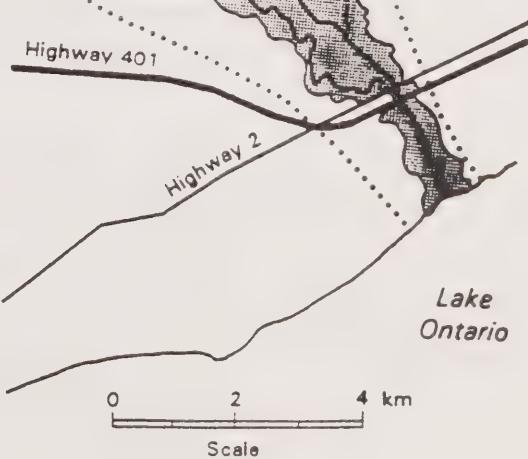
Extension to Headwaters



Oak Ridges Moraine



Watershed Boundary



2. CRITERIA FOR SELECTION OF A ROUGE PARK MANAGEMENT STRUCTURE

A number of criteria were developed to describe a desired Rouge Park management structure and funding framework. These were used to screen possible management structure models under consideration. Representatives of Park Partners generally agreed that the management structure and funding framework should:

- be based on a **partnership model**: there should be equality of Partners in terms of status; it should be a voluntary partnership; and Partners are expected to contribute financially in dollars and/or in-kind services;
- be **effective**: it should be focused on the Park; the management entity should be able to plan and implement decisions; the management entity should have powers to operate and carry out park management functions through its own authority, through the authority of Partners, or a combination of the two;
- be **efficient**: it should be lean; there should be a minimum of overlap with existing agencies and their current functions; the management entity should primarily coordinate activities, with most implementation being carried out by other agencies and organizations;
- be **flexible**: it should be flexible enough to capitalize on opportunities that allow the job to be done better, change itself if circumstances warrant, and develop innovative approaches to operations, management and funding as long as this flexibility does not compromise Park objectives;
- be **accountable**: it should have clearly defined and understood responsibilities; the management entity should have clearly defined accountability for financial and other matters to its Partners and the public; the management entity should be identifiable as being responsible for the Rouge Park and should be accessible to the public;
- be **cost-effective and financially secure**: operating costs should be minimized through effective use of Partners' resources, maximum use of volunteers, and creative use of funding mechanisms; ideally, the management entity should have a commitment to multi-year funding, and should have mechanisms to raise funds from the public and private sector sources;
- **involve the public**: the public should be involved in planning, implementation (including operations), interpretation, monitoring and stewardship; and
- **be able to be established in a timely manner**.

3. THE RECOMMENDED MANAGEMENT STRUCTURE AND FUNDING FRAMEWORK

In the initial discussions held by representatives of the Park Partners under the chairmanship of the Trust, six possible options for management structure were considered. These included:

- a Special Committee of MTRCA;
- a Coordinating Committee;
- an Unincorporated Non-Profit Association;
- a Non-Profit Corporation;
- a Non-Profit Charitable Corporation; and
- a Corporation Established Under a Special Act.

Descriptions of these options can be found in the December 8, 1994 discussion paper released by the Trust. Discussions clearly showed that none of the above options was acceptable to all the Park Partners. There was a great range of preferred options, from a coordinating committee to a non-profit corporation supported by legislation. Through discussions with Partners' representatives, the Trust developed a seventh model. This recommended model — a Rouge Watershed and Park Council — is accepted in principle by all Park Partners as a consensus position. Table 1 illustrates how the Council model meets the criteria.

Why is a Consensus Necessary?

A consensus position on management and funding is important:

- in order to achieve the involvement of all Park Partners and the ability to use Partner's resources and expertise;
- because no one Partner can realize the Park vision on its own, due to funding constraints, jurisdictions and land ownership patterns (see Table 2);
- because the long-term integrity of the Park depends on the cooperation and appropriate actions of all the Partners.

TABLE 1: Evaluation of Management Structure Options Against Criteria (1)

Criteria for Management Structure	Committee of MTRCA	Coordinating Committee	Unincorporated Non-Profit Association	Non-Profit Corporation	Non-Profit Charitable Corporation	Corporation Established Under Special Act	Rouge Watershed and Park Council
Based on partnership model?	yes	yes	yes	yes	yes	yes	yes
Effectiveness	medium	low	medium	medium	high	high	medium
Efficiency	high	high	high	high	high	high	high
Flexibility	medium	high	high	medium	low	high	high
Accountability	medium	medium	high	high	high	high	medium
Cost-Effectiveness	high (2)	medium	medium	medium	medium	medium	medium
Financial Security	medium	medium	medium	medium	medium	medium (3)	medium
Involve the Public?	yes	yes?	yes	yes	yes	yes	yes
Establishable by April 1995?	yes	yes	yes	yes	no	no	yes

(1) Assumes that in every model, most of the park management operations are carried out by partners

(2) Assumes lower overhead costs, especially for start up

(3) Could be "high" if funding formulae specified in Act or Regulations

TABLE 2: Land Ownership in the Rouge Park South of Steeles (1)

Type of Ownership	Acreage	Percentage
MTRCA (2)	2,190	37.8
Provincial	1,908	32.8
Joint Provincial/Federal	6	0.1
Ontario Hydro	490	8.4
Metro Toronto	290	5.0
Railways/Roads	390	6.7
Private	524	9.0
Total	5,798	100.0

(1) Estimated area for the Park north of Steeles is 5,810 acres;
area and land ownership to be confirmed when Park Plan north
of Steeles is developed

(2) Managed under agreement by Metro Parks

What is the Recommended Structure?

The Trust recommends the establishment of a Rouge Watershed and Park Council composed of representatives of all the Partners. It will be responsible for ensuring:

- implementation of the Rouge Park plan south of Steeles;
- development and implementation of a Rouge Park plan north of Steeles; and
- the development of a strategy for stewardship of the watershed.

The Council's role will be to act as an advocate for the Rouge Park, and to provide leadership and guidance to Park Partners and others carrying out implementation and operations. The allocation of the work program will build on the existing roles and abilities of the Partners. These roles are described in more detail in section 4 of this report. The Council will have primary responsibility for communications, marketing, education, the coordination of volunteer activity, and liaison with stakeholders, landowners and the general public.

The Council will have control of its own budget (which will be fixed for a three year period, see below), and will hire its own staff. The Council will be under the umbrella of the MTRCA which will provide personnel, legal, accounting and financial services to the Council. The assignment of these administrative functions to MTRCA reflects the Authority's jurisdiction over the watershed, and its experience with watershed-based Councils and Task Forces on the Don and Humber.

All Partners — the federal government, the Province, MTRCA, all municipalities within the watershed, SRVS, and other groups as agreed upon — will have representation on the Council. In general, representation on the Council should be available to those owning public lands, those providing money or in-kind services, or those significantly affected by the Park. Each Partner will appoint a representative (and an alternate) to sit on the Council. During the initial stages of start-up, workload for the Council is expected to be significant. Accordingly, municipalities appointing elected officials may wish to appoint a staff representative as an alternate.

At the earliest opportunity, the Council should make a decision regarding Council representation for other groups, the mechanism for selection of representatives, and the expected role and contribution of each on the Council. For example, it has been suggested that representation should be given to the following groups, each of which have a distinct interest not necessarily represented by others on the Council:

- First Nations;
- the Metro Zoo;
- representatives of communities and/or landowners living inside the park boundaries; and
- representatives of communities and/or landowners living outside the park boundaries.

There are, of course, many other groups and individuals with interests in the Rouge Park. The Council should develop strategies for involvement of these groups and individuals through working groups, task forces or committees, as deemed appropriate.

The first Chair of the Council will be appointed by the Province after recommendations are received from Park Partners.

The Council should operate by consensus, as this is most appropriate for partnerships. In the event that disagreements occur, appropriate conflict resolution techniques can be used to resolve issues.

The Rouge Watershed and Park Council will hire appropriate staff to carry out its work. The roles of the staff are outlined in section 4. The size of the Council staff will reflect the funding available. The Park Partner's Funding Working Group (composed of representatives of all the Park Partners) estimated that initially, four professional staff would be needed plus 2 support staff. Decisions about staffing — number, type and timing — will be made by the Council. The

core staff will coordinate Partners' activities, provide support to the Council, and will have primary responsibility for communications, marketing and education. The budget allocation for the operating costs of the Council and staff should be set for the first three years at the level recommended by the Funding Working Group — a maximum of \$650,000 per year. Funding for these operating costs will come 50% from the Province and 50% from the municipalities. More details on funding are found in section 5.

The Council will report publicly on a quarterly basis to all Partners. Reporting will include progress reports on plans and projects, financial statements, and descriptions of future priorities. The Council will conduct its business in public and will be accessible to individuals and groups. For the first three years, financial accountability is addressed in that the allocations for Council activities are set. After the initial three-year period, the Council may wish to set up a Financial Committee of paying Partners to ensure accountability of public funds.

The recommended management structure and funding framework should be reviewed after three years, (see section 6).

What will the Rouge Watershed and Park Council structure provide?

The basis of the recommended management structure is a Council that will provide leadership and guidance and will coordinate planning and management for the Rouge Park, composed of all the Partners that are needed for reasons of land ownership, jurisdiction, history, funding, interests and experience. The Council will ensure coordination of:

- park planning and review;
- operations and maintenance;
- land acquisition;
- restoration;
- capital projects;
- communication;
- public education;
- public involvement; and
- enforcement.

The Council will have staff, headed by a General Manager and hired by the Council, to ensure the preparation and implementation of Park Management Plans under the leadership and guidance of the Council. Council staff will be responsible for communications, marketing, education, stakeholder contact and involvement, coordination of volunteer activity, and the establishment and operation of an interpretive centre.

The Council model provides operating funds for a three-year start-up period for the Park. The

model also provides for capital resources (experience, staff and funding) to implement the Plans, both north and south of Steeles:

- provincial: \$10 million for land acquisition and other capital projects as agreed to by the Council;
- federal: \$8.5 million³ remaining from the original \$10 million commitment for reforestation, fisheries improvements, an Interpretive Centre, consolidation of archaeological collections, collection of baseline environmental data, and other capital projects as agreed to by the Council; and
- municipal: development and maintenance of trails and trailheads, revegetation and other matters as agreed to by individual Partners and the Council.

Through coordination of activities, participation of key stakeholders, and use of an approach that builds on the strengths and abilities of its Partners, the Council will be able to carry out its main functions, (implementation of the Rouge Park Management Plan south of Steeles, development of a Management Plan north of Steeles, and development of a strategy for stewardship of the watershed.) The use of a watershed framework will allow the Council to apply an ecosystem approach to planning and managing the Rouge Park.

With commitment from all Partners, the Rouge Watershed and Park Council will be able to ensure effective and efficient park planning and management. One of the challenges of partnerships is for each of the constituent partners to make an institutional shift towards working cooperatively to achieve common goals. In this context, success can only be measured after the Council has been established and has begun the work of implementing the Park Management Plans. However, the collective achievements of the Park Partners' representatives during the Trust's process bode well for the future. On sub-committees and in meetings of the whole, Park Partners' representatives have successfully and cooperatively tackled a host of issues. Representatives have made decisions on land acquisition priorities, identified key activities for Year One, estimated operational and capital costs for the Park, developed displays and background materials for the Park, created a process to explore endowment issues, selected a General Manager, developed an interim enforcement plan for the Park, and more.

The Rouge Watershed and Park Council provides a solid basis on which to begin implementation of Canada's largest park within an urban area.

³ \$1.5 has been spent to purchase jointly with the Province of Ontario a nationally-significant aboriginal site.

4. ROUGE WATERSHED AND PARK COUNCIL ROLES

The outline of roles in the following sections is not definitive: it represents a general outline that builds on existing roles, interests and jurisdictions. It is intended that adjustments to these roles can be made by agreement of the Council and the affected Partner(s). All Partners are expected to endorse and support the Rouge Park Management Plan, to continue current activities in the park, and to modify them if necessary to bring them into accordance with the Plan. It is understood that the roles and responsibilities of additional partners will be defined before they formally join the Council.

Council

The Rouge Watershed and Park Council will be responsible for setting overall direction and priorities. As such it will review and approve management plans, the Council's operating budget and its own capital projects. The Council will also review operational plans and capital projects of Park Partners to ensure compliance with Park Plans. It will address significant large-scale planning matters and significant development proposals that affect the Rouge Park. It will set guidelines based on the Rouge Park Management Plan for public involvement for its projects and plans. The Council will be responsible for quarterly reporting to Partners and the public. The Council will receive and respond to delegations or submissions from any party on park matters.

The Council will act as an advocate for the Rouge Park, and will provide leadership and guidance to Partners and others. The work of the Council will be directed by the Rouge Park Management Plan within a framework of the roles of Partners as they are defined and agreed to, and the ability of Partners to fund projects. The Park Partners will carry out their activities under the guidance and leadership of the Council. It is understood that Partners can only be committed to those roles, activities and funds that their own councils or boards agree to.

Core Staff of Rouge Watershed and Park Council

Under the direction of the Council, the core staff will coordinate the actions of Partners. The core staff will develop budgets, management and operational plans, and review management plans at five year intervals. Core staff will be responsible for park plan preparation and revision. The core staff of the Council will be responsible for the establishment and operations of an administrative office, the interim Interpretive Centre, and the final Interpretive Centre, when built. The core staff will provide support to the Council as needed, and will have prime responsibility for communications, marketing and education. Other areas in which the Council staff will have prime responsibility are the coordination of volunteer activity, and liaison with stakeholders, landowners and the general public.

Core Staff are to be hired on contract for a period not to exceed three years. The required core staff were described by the Funding Working Group as carrying out the following functions:

- administrator/Council support and liaison
- park planner
- operations coordinator
- outreach/education/volunteer coordinator
- 2 support staff.

Federal Government

The federal government's role will be "to provide assistance towards the conservation of the Rouge Valley through the planning, establishment and development of the Rouge Park. Such assistance will be offered through the provision of technical expertise and advice, and the allocation of funds towards resource inventory, planning, restoration of natural and/or cultural resources, development of interpretive programs and infrastructure, and a limited amount of land acquisition. There is to be no on-going federal presence in park operations or maintenance."

Province

The Province will be the lead Partner in land acquisition and those other capital projects agreed to by Partners. As the landlord of tenants on Provincially-owned land within the Park boundaries, the Province will continue to administer those leases, and will set up a process to review, revise and rationalize them to meet the objectives of the Rouge Park Management Plan. The Province will continue to be responsible for enforcement on leased provincially-owned land within the Park boundaries.

MTRCA

MTRCA will be the lead Partner with respect to watershed planning, the review of planning and development proposals on behalf of the Council, the coordination of baseline environmental data collection, and the provision of GIS services to the Council. MTRCA will provide administrative support to the Council (e.g. personnel, legal, accounting and financial services), and will continue to have a role in enforcement. MTRCA will continue to carry out many of its functions which it already undertakes in the Rouge Park and watershed (fisheries management and enhancement, flood and fill regulation, etc.)

General Municipal Roles

With the support and guidance of the Council, municipalities will support and implement park management plans within their boundaries. In addition, municipalities will update their official plans to bring them into conformity with park management plans.

Metro Toronto

Metro Toronto will be the lead Partner in the development and maintenance of trails and trailheads south of Steeles Avenue (except for those in the Morningside Tributary). It will also be the lead Partner in the development of a vegetation management plan. With the other municipalities, Metro Toronto will have a role in revegetation. Metro Toronto will also contribute in terms of the provision of GIS services to the Council and will continue its current role in enforcement. Metro will continue to operate and manage its land holdings and facilities in the area, including the Metro Zoo, Beare Road landfill site, Glen Rouge Campground, Rouge Beach Park, and nursery grounds. Metro Toronto will continue its municipal plan review functions for lands within and adjacent to the Park to ensure conformity with the new Metro Official Plan, including the review of official plans, zoning by-law amendments and plans of subdivision. Metro Toronto will also participate in Rouge watershed and stormwater management studies and programs in coordination with MTRCA, and will continue its on-going role in road and bridge maintenance for Metro roads within the park area.

City of Scarborough

In coordination with Metro Toronto, Scarborough will be the lead Partner for the development and maintenance of trails and trailheads in the Morningside Tributary. The City will also have lead responsibility for garbage collection from boulevards south of Steeles, and will continue its activities with respect to servicing, road and bridge maintenance within the Park south of Steeles. The City will also continue its role in review of planning and development applications, stormwater management and sub-watershed management. The City will contribute in terms of GIS services, as required. The City will also have a role in enforcement within City boundaries (i.e. property standard complaints, boulevard dumping).

Town of Markham

The Town of Markham will play the lead role in the development of the park plan for the Rouge Park north of Steeles Avenue within its municipal boundaries. After this has been developed, the Town will be the lead Partner in the development and maintenance of trails and trailheads and revegetation on Town-owned land within the Park. The Town will continue its role in review of planning and development applications, stormwater management, sub-watershed management, road and bridge maintenance for Town roads and servicing within the park area. The Town will also have a role in enforcement within the Town boundaries. As the Town has a strong volunteer network, it may also have a role in the provision of volunteers through its Environmental Advisory Committee(s).

SRVS

With the assistance of the staff volunteer coordinator, SRVS will have a key role in Park interpretation and the coordination of volunteer activities. Reflecting their mandate, SRVS has special interests in public involvement, Park protection, trail planning and large-scale planning matters that affect the Park. In addition, SRVS will take a lead role in implementation of its specific projects such as tree planting and terrestrial and aquatic habitat improvement initiatives.

Public

It is envisaged that the public will play many roles in the Rouge Park. The "public" is defined to be as broad and inclusive as possible: it includes residents inside and outside the Park; other landowners within the Park; neighbouring commercial establishments such as golf clubs; naturalist, conservation and other interest groups; user groups such as anglers, bike riders and hikers; Boards of Education; other land owners such as CN and Ontario Hydro; etc. Public involvement will continue be an integral part of park planning. In terms of implementation of plans, the public will play a role in such activities as trail building, habitat improvement, reforestation and interpretation. In addition, there will be a public role in terms of fundraising, enforcement and monitoring (not only of the Park environment, but also of the Council itself and its members). Residents living within and adjacent to the Park will play an important stewardship role.

5. FUNDING

General

Unless specified otherwise, Partners will continue to fund current activities at existing levels. This includes expenditures on items that do not directly relate to the Rouge Park such as road and bridge maintenance. This report considers only the costs of activities that are directly related to the Rouge Park and any increased expenditures that may arise due to the establishment of the Park.

There is currently \$8.5 million remaining from the \$10 million commitment to the Rouge Park made by the federal government in 1989. (\$1.5 million was used to purchase jointly with the Province the only known intact Seneca Village site in Ontario). Federal funds will be spent on a number of projects relating to the federal mandate. Tentative Year One expenditures are listed in Table 4.

The Province has committed \$10 million to the Rouge Park to be spent on capital projects, in particular land acquisition. From this commitment, the Province will provide 50% of the operating costs of the Rouge Watershed and Park Council for three years and funds for developing the Rouge Park Plan north of Steeles.

In the start-up phase of the Rouge Park, the other Partners will undertake capital projects related to their mandates (e.g. Metro will fund the development of trail and access plans; Metro will fund the development of a plan to obtain native plant material; Metro and Scarborough will start revegetation south of Steeles Avenue, etc.). The scope and timing of these activities will reflect the funding available.

As noted in section 3 of this report, the budget allocation for the operating costs of the Council and staff will be set for the first three years at a maximum of \$650,000 per year. 50% of the operating costs for the Council (\$325,000 a year for three years) will come from municipalities, based on MTRCA's discounted equalized assessment formula. The breakdown of this municipal portion is listed in Table 3. It should be understood that this is not an MTRCA project, and that the funding is outside of the Authority's normal funding process. Use of the discounted equalized assessment formula is consistent with the formula used for greenspace in the MTRCA area (i.e. regionally significant valley lands, environmentally sensitive areas and conservation lands).

For the municipal portion of the Council's operating costs, in-kind contributions or secondment of staff may be, in part, substituted for dollars. The Council will provide guidance on what constitutes acceptable in-kind contributions. The provincial contribution to the Council's operating costs will need to be front-ended for Year One as municipalities will have set their budgets by April 1995.

SRVS will provide in-kind services through the provision of volunteers in a number of important areas: to staff the interim Interpretive Centre, to provide general interpretation and education, and to assisting in the coordination of volunteers for activities such as trail building, tree planting, and fisheries and habitat improvement projects.

Capital Activities

The Park Partners Funding Working Group (composed of representatives of all Partners) identified a number of capital projects that ideally should take place in Year One, along with estimated costs and potential funding sources. These are listed in Table 4. Many of these are projects of a planning nature, and are required before activities such as trail improvements and revegetation can take place. The timing of the projects listed in Table 4 is dependant on the availability of funds.

The Park Partners Funding Working Group identified the construction of an Interpretive Centre as an important initiative that would take place in Year Three, following concept development and site selection. Some Partners, however, have recommended that no new buildings or structures (including the Interpretive Centre) be erected in the first three years, due to the uncertain nature of future operating and maintenance funding. The Trust agrees with such a cautionary approach, and suggests that the cost implications of building an Interpretive Centre be examined as part of the overall three-year review process. Delaying the decision on constructing the Interpretive Centre until that time means that funds identified for construction can be held in trust until a decision on a Centre is made by the Council, (see Trust Fund below).

Operational Activities

The Park Partners Funding Working Group identified a number of operational activities that should take place in Year One. The costs of carrying out many of these activities will be covered by the Council's operating budget. In some cases, however, it was recommended by the Funding Working Group that the costs be borne by individual Partners. These activities and funding sources are listed in Table 5.

Some Partners have raised concerns about the level of staffing, particularly for Year One. As noted in section 3, decisions about staffing — number, type and timing — will be made by the Council. Such decisions should be based on the requirements of an operational plan outlining activities, targets, and staff workloads.

Trust Fund

Representatives of the Park Partners are investigating the possibility of setting up a Rouge Park endowment or trust fund. This could provide capital funding for the Park from a broad spectrum of sources including the public sector, private sector, general public, other charitable foundations and grants. If the Council agrees not to build an Interpretive Centre in the first three years, then the funds for construction can be held in trust until a decision on construction is made. The Council should decide how best to spend any money generated as interest (e.g. to provide operating funds or to undertake capital projects).

Taxation

Currently, within Metropolitan Toronto, MTRCA lands are exempt from municipal taxes by agreement as long as the lands are managed by Metro. The federal government pays grants-in-lieu (GILs) on its lands and the Province pays payments-in-lieu (PILs) on its lands. Representatives of the Park Partners have agreed in principle that "the lands of any individual park partner that are controlled and managed by the park, for park purposes, should not be subject to property taxes, GILs, or PILs." In order for this principle to be upheld, the Province will need to ensure that no taxes, GILs or PILs are paid on land within the park used for park purposes. One way this can be done is through passage of a private member's bill. This will require discussions with and the consent of the specific municipalities involved. Other lands within the park boundaries owned by partners, but not used for park purposes, would continue to be assessed and taxed in a manner consistent with current practice. It is understood that until such a private member's bill is passed, lands within the Park will continue to be taxed in the current manner.

TABLE 3: Breakdown of Municipal Portion of Annual Council Operating Costs (1)

Municipality	Funding
Township of Adjala-Tosoronto	\$15.71
Township of Mono	\$21.35
Regional Municipality of Durham	\$7,650.09
Regional Municipality of Metropolitan Toronto	\$234,648.37
Regional Municipality of York	\$51,251.62
Regional Municipality of Peel	\$31,412.86
Total	\$325,000.00

(1) Based on MTRCA's discounted equalized assessment formula for 1995-96; subject to agreement of municipal partners.

TABLE 4: Year One Capital Activities, Funding Sources and Estimated Expenditures (1)

Activity	Funding Source	Amount
Prepare park management plan for the Park north of Steeles	Province	\$500,000
Prepare access and trail development plan	Metro	\$200,000
Prepare detailed vegetation management plan	Federal Government	\$100,000
Develop plan for obtaining native plant material; start to implement	Metro	\$25,000
Prepare detailed land acquisition plan with acquisition funding strategies	Council	---
Start to connect, close and rehabilitate trails in critical habitat areas, disturbed or unsafe sites	Metro	\$100,000
Start implementing some trailheads	Metro	\$100,000
Start re-vegetation in primary restoration areas (2)	Metro Scarborough Federal Government	\$25,000 \$25,000 \$125,000
Start the planning process for development of the park interpretive centre (objectives, targets, themes, messages; architectural and media design) (2)	Federal Government	\$650,000
Installation of six hydrometric stations (2)	Federal Government	\$270,000
Contribution towards purchase of Altona Forest (2)	Federal Government	\$300,000
Collection of water and soil baseline data (2)	Federal Government	\$155,000
Consolidation of MTRCA and ROM archaeological collections (2)	Federal Government	\$200,000
Improvements to fish spawning areas (2)	Federal Government	\$500,000
Removal of barriers to fish migration (2)	Federal Government	\$1,000,000
Historical research in support of Historical Sites and Monuments Board of Canada (2)	Federal Government	\$30,000
Total		\$3,950,000

1) Scope and timing of activities is dependant on the availability of funding.

2) The list of federal projects is to be confirmed by the Council.

TABLE 5: Year One Operations, Funding Sources and Estimated Expenditures

Activity/Expense	Funding Source	Amount
Consolidate database of information from all Partners	absorbed by Partners	---
Review of planning and development proposals that affect the park on behalf of the Council	absorbed by MTRCA	---
Establish a process to review, revise and rationalize leases for provincially-owned lands	absorbed by Province	---
Identify areas requiring protection and proceed with site securement (i.e. fencing, signage)	absorbed by Metro/Scarborough/MTRCA	---
Establish interim park administration office (1)	Partners (2)	\$250,000
Staff interim park administration office	Partners (2)	\$300,000
<ul style="list-style-type: none"> • Prepare an operational plan for the Park south of Steeles • Review and input into large-scale planning matters • Support for the Board • Coordinate operations within park boundaries; review current practices, reconcile with management and operational plans • Initiate contact with non-partner agencies and private landowners within the park boundaries • Establish and facilitate a network of groups and individuals interested in participating in the park volunteer program • Begin to implement education/communications/marketing plan 	Partners (2)	
<ul style="list-style-type: none"> • Develop an education/communications/marketing plan and start to implement consistent signage 	Partners (2)	\$100,000
Staff interim Interpretive Centre	absorbed by SRVS	---
Enforcement (3)	absorbed by MTRCA/Province/Municipalities	---
Total		\$650,000

(1) High end of the range has been used.

(2) Funded using 50% - 50% provincial-municipal formula based on MTRCA's discounted equalized assessment formula.

(3) Under the lead of MTRCA, a park enforcement plan has been developed for use after the Park opens.

6. REVIEW OF MANAGEMENT STRUCTURE AND FUNDING FRAMEWORK

The Rouge Watershed and Park Council structure and funding framework represents a partnership approach to managing the Rouge Park. Partners have agreed to adopt the approach on a three-year basis in order to begin implementation of the Rouge Park Management Plan. How well the management structure and funding framework function should be evaluated after experience with the partnership has been gained. The Rouge Watershed and Park Council should conduct a review of the management structure and funding framework that will:

- be conducted during the third year of operation;
- be conducted in an impartial manner;
- involve stakeholders, residents, interest groups, user groups and others as appropriate;
- determine how well the management structure is functioning, and whether it needs any adjustments for long-term management of the Rouge Park;
- determine whether legislation is needed to support the management structure in order to ensure protection of the Rouge Park;
- determine what the preferred funding framework is for all the Partners for the long-term management of the Rouge Park; and
- make recommendations and report publicly on the outcome of the review.

7. NEXT STEPS

Issues to be Addressed by the Council

Some of the issues raised by the Park Partners (and others) during the Waterfront Regeneration Trust's process are more appropriately addressed by the Rouge Council than by an interim committee. Some that require attention are:

Interest group involvement: The Rouge Council should develop a strategy for involving "non-partners" (interest groups, user groups and other stakeholders) in park planning and management using advisory boards, task groups or working groups as appropriate.

Title of lands: Over the next three years, privately-owned lands will be acquired on a priority basis to become part of the Rouge Park. There are, however, a differences of opinion on who should hold title to such lands. The Rouge Council should initiate discussions on this issue to gain agreement from Partners.

Trail-building along the Little Rouge: The Province of Ontario owns lands along the Little Rouge River which has been designated as the primary north-south open space connection between the Oak Ridges Moraine and the Park south of Steeles Avenue. Within the context of developing the Park Plan north of Steeles, the Rouge Council should identify who should have a lead role in trail building on these Provincial lands.

Glen Eagles: The City of Scarborough has requested consideration of the possible acquisition of this site as part of the Rouge Park. This should be discussed as soon as possible by the Council within the context of acquisition priorities for the entire Rouge Park area.

Awareness campaign: The Province of Ontario has indicated its interest in assisting the Council to develop an awareness campaign. This should be discussed by the Rouge Council within the context of its overall education/marketing/communication plan.

Park boundary in developed areas: Landowners in the lower Rouge have expressed concerns about potential discrepancies between park boundaries as described in the Rouge Park Management Plan and in Metro's proposed Green Space initiative in its Official Plan. The Rouge Council should consider this matter within the context of Partners bringing their Official Plans into conformity with the Rouge Park Management Plan.

Ongoing Initiatives

In parallel with the discussions on management structure and funding, the following initiatives are underway in preparation for the launch of the Rouge Park in April 1995:

- development of communications materials for the Park launch;
- development of Park materials and exhibits for the interim Interpretive Centre at Pearse House;
- negotiations with the Rouge Valley Foundation with respect to the use of Pearse House as an interim Interpretive Centre; and
- the selection of a site for an interim administration office.

Priority Initiatives for Start-up

Important details of how the Council will function remain to be worked out by the Council itself. Some priority activities that need to take place are:

- the development by the Province of a private members bill to allow public lands that are controlled and managed by Council for park purposes to be exempt from property taxes, Grants in Lieu, or Payments in Lieu;
- the appointment by the Province of the first Chair of the Rouge Council;
- the appointment by Partners of representatives on the Rouge Council;
- the development of Terms of Reference for the Rouge Council which will articulate clearly the relationship between the Council and the Partners;
- development of an operational plan for Year One to provide a basis for discussions about the Rouge Council's operating costs;
- continuing the dialogue with the other municipalities in the watershed (the Region of Durham, the Region of York, and the Towns of Pickering, Whitchurch-Stouffville and Richmond Hill) regarding their participation on the Rouge Council;
- gaining agreement on Council representation for non-governmental groups; and
- development of a Rouge Accord to confirm Partner's commitment to the Rouge Park.

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APPENDIX A PARK PARTNERS' REPRESENTATIVES IN THE TRUST'S PROCESS (1)

Government of Canada	Carolyn Arnold (2) Bruce Kidd Jim MacDonald Marilyn Watson (2)
Province of Ontario	Ron Christie Dale Martin Bruce McCuaig Elizabeth McLaren Christine Primeau
Metropolitan Toronto and Region Conservation Authority	Phil Joiner Al Leach Craig Mather
Metro Toronto	John Howard Frank Kershaw Brian Rutherford
City of Scarborough	Tom Hatcher Anne Rexe
Town of Markham	Margaret Buchinger (3) Lilli Duoba Paul Nodwell
Save the Rouge Valley System Inc	Glen deBearemaker Adam Farr Stephen Marshall Gloria Reszler
Waterfront Regeneration Trust	Suzanne Barrett David Crombie Joanna Kidd

- 1) many other representatives of Partners and other individuals were involved in providing support
- 2) until January 1995
- 3) until December 1994

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